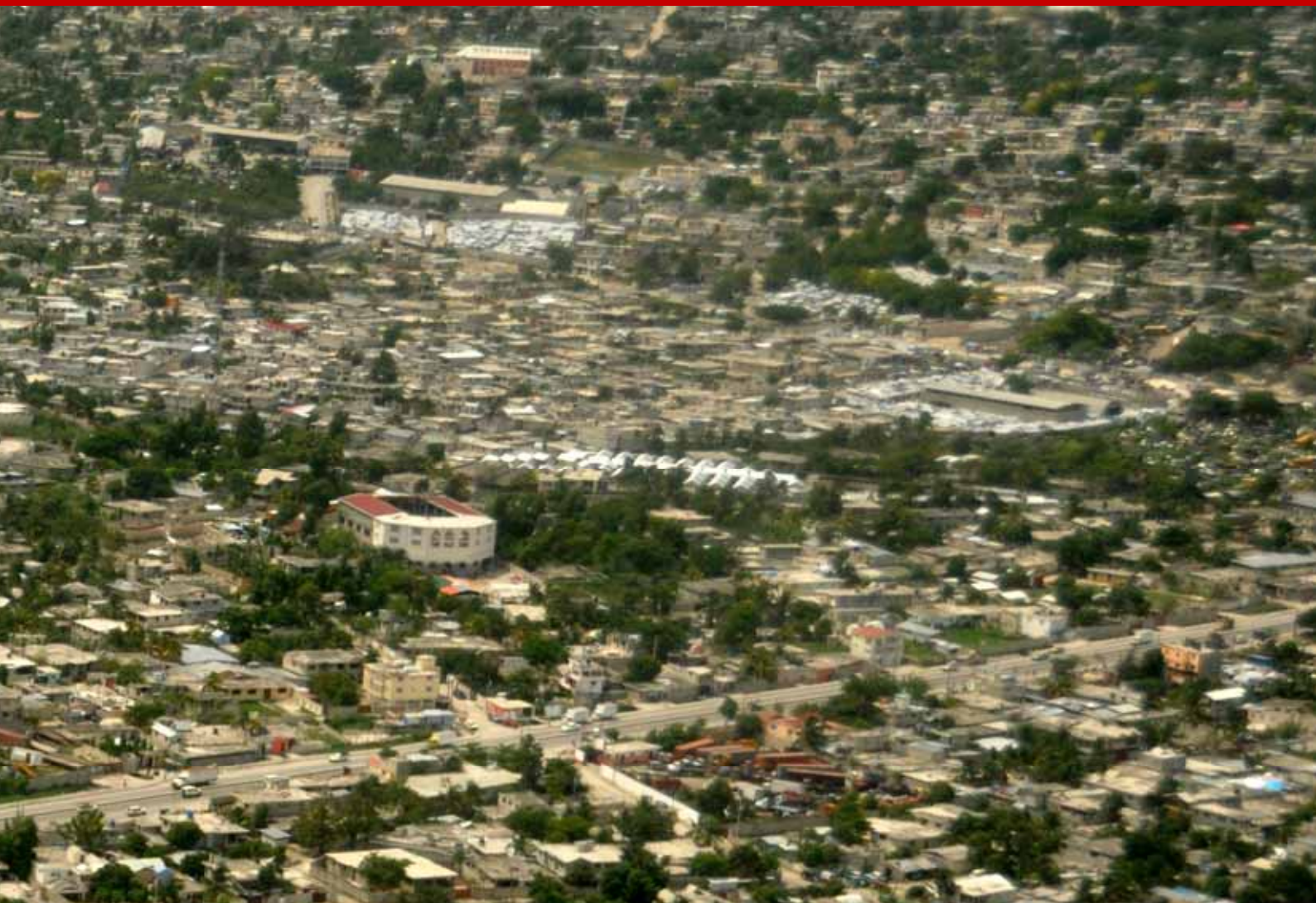




International Federation  
of Red Cross and Red Crescent Societies



## **Regional Experience Exchange Workshop on Urban Risk Management in the Americas**

**A contribution for the Implementation  
of a Risk Reduction operational framework  
for Urban context**

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### **Workshop Report**

22<sup>nd</sup> – 26<sup>th</sup> of August 2011  
Port-au-Prince - Haiti



# Contents



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## CONTENTS

Introduction	4
Participants & Methodology	6
Workshop Report	8
<b>Day 1 Introduction &amp; Presentations</b>	<b>9</b>
<b>Academics and International Agencies conceptualization</b>	
<b>Day 2 Presentations</b>	<b>15</b>
<b>Disaster Risk Reduction in Urban Contexts</b>	
<b>Presentations</b>	<b>17</b>
<b>Disaster Management in Urban Contexts</b>	
<b>Panel of Municipalities &amp; IDRL</b>	<b>20</b>
<b>The Haiti Experience</b>	
<b>Day 3 Field Visit</b>	<b>23</b>
<b>Analysing Haiti Experience through five HFA priorities</b>	
<b>Day 4 Community-based Integrated Approaches to</b>	<b>26</b>
<b>Urban Recovery and Risk Reduction</b>	
Conclusions and Future Challenges (IFRC review)	34
Annex I – Workshop Agenda	39



# Introduction



## INTRODUCTION

Latin American societies of today are primarily urban. More than 80 percent of the population lives in urban areas and metropolitan regions, as well as in intermediate and small cities. The urban socioeconomic and spatial context creates a challenge in the mitigation of evolving risk and the impact of disaster.

### Background

In the last five years, the **General Directorate for Humanitarian Aid of the European Commission (DG-ECHO)** has progressively stressed the importance of Disaster Risk Reduction in urban areas, especially in major cities. With funding allocated specifically for disaster preparedness (**DIPECHO**), the European Commission encourages local governments and cooperation initiatives to prepare communities for emergencies and reinforce Disaster Risk Reduction (DRR) local capacity for policy-making and response mechanisms.

After the 2010 World Disaster Report, **urban risk** became a priority for the Red Cross. During 2010 and 2011, the International Federation of Red Cross and Red Crescent (**IFRC**) Office for the American Zone, thanks to a specific partnership and contribution with DG-ECHO, launched a study aimed toward the systematization of the existing knowledge framework in urban risk, with the intent of proposing a common basis for full understanding of the problem.

Meanwhile, national and international humanitarian actors in **Haiti** – the location of the worst urban disaster in decades – have also been dealing with the huge challenges of understanding the causes of accumulation of vulnerability and of identifying concrete measures for the reduction of actual and future risk. The dreadful earthquake in Haiti caused humanitarian actors to become deeply involved in emergency assistance. At the same time, Haiti's situation created an important opportunity to understand the complexity of urban disaster within the perspective of Disaster Risk Reduction (DRR).

The improvements in Port-au-Prince area was in fact considered remarkable by the **UN-ISDR** 2010-2011

Global Campaign on “Making Cities Resilient”, based on the tremendous advances achieved to date.

In June 2011, with the goal of summarizing and complementing experiences in the Americas region, IFRC organized a workshop in Port au Prince which produced the following conclusions:

- **Risk in urban and rural settings** is very similar in concept, but differs in actual manifestation. Risk operates in the same way in many countries: vulnerabilities are closely linked to development issues (e.g. the absence of a local government), and hazards need to be understood in relation to the social networks. However, according to the IFRC experience in the Americas, traditional DRR tools and methodologies cannot be properly employed in urban settings: there is a need to adapt them to appropriately respond to the more complex urban context.
- **Rapid** urbanization and unplanned land development are considered to be the most important drivers for **urban risk construction**. The ever-growing phenomenon of irregular occupation together with the absence of an adequate regularization strategy for land tenure ownership legalization creates the conditions for corruption and land planning failure. In addition to these factors, it is important to carefully consider the extreme growth of poverty in urban areas.
- **Slums** are a typical situation of urban risk and **chronic vulnerability**, especially in big or mega cities. It is important to understand the factors that contribute to the creation and progression of vulnerability: service coverage, violence and exposure, among others.
- **Urban development is not an opposing factor to rural development**. Much of the demand that produces rural incomes stems from urban populations and urban enterprises. Many higher-paying jobs in rural areas (including off-farm work) result from urban demand. Successful farmers depend on urban-based facilities and services such as markets, banks, processing plants, cold-storage facilities, supply and repair of machinery and agricultural inputs. Rural populations often depend upon their local urban center for access to hospitals, secondary schools and post offices, as well as most consumer goods



and services. Many low-income rural households have their incomes boosted by remittances from a family member working in urban areas.

- Four risk drivers should be considered in the design of **intervention strategies**: the environment and the degree of degradation, the social and economic conditions of the population (livelihoods), land use planning, and governance. In considering these drivers, the following objectives are key: full comprehension of the dynamics, habits and aspirations of local intervened communities; strengthening and capacity building of local governments and communities; and most importantly, reestablishment of the social community networks and the link with local governments.
- **Integrated Neighborhood Approach (INA)** experience complies with the guidelines of the IFRC mandate to support humanitarian efforts. Based on the assumption that camps are not communities, INA focuses on the existing social network of neighborhoods, provides support to fewer people, but employs a comprehensive, integrated approach to service provision which is ultimately beneficial to advocacy efforts as well. The need for emergency shelter is indisputable, especially when a prolonged emergency situation is expected. On the other hand, implementing housing/ rehabilitation/ reconstruction or T-shelter initiatives in the original vulnerable neighborhood creates the dilemma of “reinforcing vulnerability,” or at the least, failing to reduce it.

### Objectives of the Workshop

Based on the principal conclusions of the previous IFRC workshop on Urban Risk, a call for a Regional Forum on Urban Risk will:

1. Establish a regional space for reflection on Urban Risk Management in the Americas, based on the varied experiences of governmental and no-governmental actors.
2. Contribute to the construction of a working plan for the International Federation of Red Cross in the Americas zone, which will serve for the implementation of a conceptual and strategic framework for Urban Risk Reduction which emphasizes: identification of specific aspects of

urban culture and urban communities which require specific technical and methodological tools for risk reduction and adaptation; and identification of key objectives and strategic lines of advocacy in order to influence specific public policies related with risk reduction and the improvement of conditions on a neighborhood scale.

## PARTICIPANTS & METHODOLOGY

### Participants

Workshop participants will be highly qualified members of the academic, professional and institutional communities of the Latin American Region, including, among others:

- Municipal representatives from Port au Prince, Dalmas, Carrefour, México, Quito, Santo Domingo, Panamá, Costa Rica;
- Regional and sub-regional Disaster Risk Management coordination entities (CEPRENAC, PREDECAN, CAPRADE, CDEMA);
- Representatives from the United Nations (UNDP, UNISDR, PAHO, UNICEF, UNESCO);
- International donors (EU Delegation/ECHO, World Bank, USAID/OFDA, CIDA, Caribbean Development Bank, Inter-American Development Bank);
- Academic faculty and other external actors involved in strategic and operational work in urban settings;
- Representatives from Red Cross/ Red Crescent movement (IFRC, National Red Cross societies from America zone).

### Proposed methodology and agenda

The workshop agenda is designed to gradually develop the concepts. It will begin with an **academic introduction** about the main elements of the urban context with the additional complementary **perspective of Disaster Risk Management and Public Policies**, and priorities for early Recovery .

### Day 1 – Monday, August 22<sup>nd</sup>

#### ACADEMICS AND INTERNATIONAL AGENCIES

#### CONCEPTUALIZATION

Academics will share the primary research conclusions and conceptual advances on vulnerabilities in the urban context. Special emphasis will be given to the process of the social construction of risk in the urban context and the key

## PARTICIPANTS & METHODOLOGY

elements for successful Disaster Risk Management (DRM) across government and development sectors.

### Day 2 – Tuesday, August 23<sup>rd</sup>

#### DISASTER MANAGEMENT IN URBAN CONTEXTS

##### DRR in Urban context experiences

The primary focus will be working to understand the complexity of disaster response work when a hazard occurs in highly and densely populated urban areas. Particular emphasis will be given to **work with marginalized/ excluded populations in mid-sized cities**, as well as the **coordination between local population and local authorities** (National Police, Civil Protection, Universities, etc.), in an effort to capitalize on urban capacities.

##### DM lessons learned in the Americas

South American and Central American NGOs and UN agencies will share lessons learned about DRR in the urban context from regional and sub-regional perspectives.

##### The Haiti Experience

A special session will be dedicated to the specific circumstances faced after the January 2010 earthquake in Haiti and the experiences of the humanitarian actors and disaster management practitioners who participated in those efforts. A panel which includes Haitian municipal representatives will share the difficulties and lesson learned, while the UN and INGO representatives will focus on the challenge of Response and Coordination in Urban Disaster.

The Day 2 session will conclude with an overview of the IFRC Guidelines on IDRL<sup>1</sup> which addresses such topics as how to reduce red tape and strengthening accountability in disaster response.

### Day 3 - Wednesday, Aug 24<sup>th</sup>

#### FIELD VISITS

The principal component of the workshop will be a field visit to some settlements and/or camps in Port au Prince. These visits will help

participants to construct a comprehensive framework for urban risk and urban management analysis.

Previously prepared key points for consideration will be distributed among the participants in order to assist in maintaining the intended focus in the subsequent discussion and analysis.

### Day 4 – Thursday, August 25<sup>th</sup>

#### COMMUNITY-BASED INTEGRATED APPROACHES TO URBAN RECOVERY AND RISK REDUCTION

After the field visit, focus of the analysis will shift to **Early Recovery in Urban settings**. Diverse actors including UN and INGO representatives will be facilitate discussions on the experience in designing “**building-back better solutions**” and supporting **local institutional strengthening**.

Reconstruction and recovering interventions try to recommend a specific approach for various local populations, including **communities**, temporary **camps**, and **neighborhoods**. In order for this to be successful, a prior **understanding of socio-economic and livelihood networks** is necessary.

### Day 5 – Friday, August 26<sup>th</sup>

#### INTERNAL IFRC REVIEW

The last day will be dedicated to reflection on forum conclusions and recommendations by the IFRC technical and strategic regional representatives. In particular, IFRC should delineate URR strategies & tools and determine IFRC expectations and limitations regarding working within that framework.



<sup>1</sup> IFRC - International Disaster Relief and Initial Recovery Guidelines.



# Workshop report





## WORKSHOP REPORT

In order to ensure the maximum ease of distribution of information among workshop participants and other stakeholders, this section outlines the major considerations of the workshop and documents the conclusions reached.

### Day 1 – Introduction & Presentations

#### ACADEMICS AND INTERNATIONAL AGENCIES

##### CONCEPTUALIZATION

#### SOCIAL CONSTRUCTION OF URBAN RISK AND DISASTER: THE CONCEPT OF RISK IN COMPLEX AND INTERCONNECTED URBAN SETTLEMENTS<sup>2</sup>

##### Urban Risk as a Social Construct

Historically, the issues of risk and disaster have been linked by the reality of cities and urban centers. In fact, the worst disasters in history have been “urban” (Pompeii, London, Lisbon, Lima, Managua, San Francisco, Halifax, Tokyo, TianShian, Kobe, and New Orleans, to name a few.)

*Why, then, does there now exist a concept of Urban Risk? What has contributed to this?*

It is possible to identify the relation with growth and development of urban areas and the widespread process of “urbanization” in the world, but also the creation of a collective consciousness in relation to growing disasters (some with even greater size and impact than the Port au Prince earthquake); as well as the manner in which disaster awareness has evolved.

As risk is increasing, focus is shifting from the disasters themselves to the factors that contribute to the risk of suffering a disaster. This shift in focus creates a need to define and understand the concept of “Urban Risk.”

Early literature on the topic, analyzed seismic risk in mega-cities, however to include solely mega-cities in the definition ignores the dynamics not only of what is urban, but also of disasters themselves. The issue is the accumulation of risk factors and their distribution among cities of distinct sizes and locations. In fact, various studies demonstrate that extensive, recurrent series of small and medium-sized disasters in small and mid-sized cities are much more relevant to urban risk than intense, sporadic, concentrated events that affect one mega-sized city.

Moreover, mega-cities claim less than 10 percent of the world population while medium and small cities have a much larger population percentage as well as much more accumulated risk (GAR 2011).

Mid and small sized cities present much more prospective work in the area of disaster risk reduction and the transference of risk.

##### Urban Risk, Urban Disaster Risk and Urban Disaster

*So, what is Urban Risk? Can and should it be defined another way? (ex. Risk in the City?)*

Risk is the potential for harm and loss resulting from a combination of various socio-economic, political, institutional, and environmental conditions (ref. A Lavell) combined with those things that have been determined to be a “threat,” a term which encompasses the concept of potential harm.

The concept of urban risk is thoroughly explained in “System of Cities<sup>3</sup>,” the World Bank’s Strategy for the Urban Sector and Local Governments.

Cities are productive socio-demographic systems characterized by centralization, population density, resource density, culture, and particular ways of life, as well as their handling of the urban context.

The city is the result of a development process within a certain territorial boundary. Every city has undergone its transformation in accordance with specific development models. In effect, each city is strongly tied to the particular development forces of its territory.

“Urban” is the description of the development process that gives rise to cities. Cities are an expression of the changes that take place during the process, and risk refers to the characteristics of those changes.

##### Urban risk as a derivative of urban processes

**In this sense, urban risk is different from risk in cities. Due to the nature of “processes,” the concept of urban is constantly evolving, and risk comes from this evolution. It is not possible to assign a standard, static definition to the risk of urban disasters because every urban center is the result of a different development process.**

Urban risk is not expressed equally in all contexts, it is a qualitative process and there are quantitative differences in cities of distinct sizes with distinct situations of risk within their boundaries.

<sup>2</sup> Presentation by: Dr. Alan Lavell, PhD in Political Science - Coordinator of Social Studies at FLACSO University.

<sup>3</sup> In this report cities are described as a systematic combination of five elements: i) Basic elements of the municipal system; ii) Policy favorable for the poor; iii) Urban economy; iv) Urban land and real estate markets; v) Secure and sustainable urban environment.

The disaster in Port-au-Prince, was not the result of a 35 second earthquake, rather the result of 200 years of risk accumulation and lack of development, triggered by an intense natural event.

#### Urban disaster risk as a continuation of chronic risk

A standard definition cannot be applied to urban disaster or urban risk, because each urban center is the result of a distinct development process.

As a result, a simple adaptation of existing risk management tools designed primarily for rural environments so that they will apply to an urban context is necessary, but not sufficient. Such an adaptation will not take into account urban socioeconomic constants and the associated risks. Examples of such constants are “chronic risks” such as violence, social degradation, environmental degradation, and marginalization, among others.

#### Disaster risk reduction in urban centres

GAR 2011 analyzes the causes of risk and it is proven that risk is, among other things, a manifestation of the capacity to provide good governance. This refers to the ability to provide for the effective implementation of regulations for land use, the surveillance system, construction codes, protection of livelihoods, etc., at both the local and national levels.

If we consider that risk is a product of social construction, a risk management intervention can be defined simply the manner in which the population responds to risk. In this case, there will be three key factors for risk reduction:

1. Risk generated by the structures required for the operations and functionality of a city; the characteristics of **concentration, centralization, and densification** of the urban center make it the center of political, economic, and social power.
2. The **interdependence** of risk according to the principle that “risk is not autonomous.”
3. **Transformation**: the process by which new socio-environmental risks typical to urban development are created.

These key elements are accompanied by the ability to accumulate enough wealth to make DRM interventions which counter an exclusionary model of development.

Additionally, there are conditions for risk linked to episodes of violence such as smuggling, organized

crime, drugs, gangs, as well as the poor provision of basic services for health, water, sanitation, and shelter. These conditions can translate into disaster risk and are considered chronic, or unnecessary, risk.

The Red Cross has increasingly been working to address these risk elements through promotion of chronic risk reduction with the goal of attacking the subjacent causes of disaster risk.

#### UNISDR 2011 GLOBAL ASSESSMENT REPORT ON DISASTER RISK REDUCTION: KEY ELEMENTS FOR SUCCESSFUL DISASTER RISK MANAGEMENT (DRM) ACROSS GOVERNANCE SCALES AND DEVELOPMENT SECTORS<sup>4</sup>

##### GAR Overview

The Global Assessment Report (GAR) is a joint investigation effort about the close link between disaster risk and poverty. It is a biennial work, on Disaster Risk Reduction produced by UNISDR in coordination with a large number of international organizations, scientific and academic institutions, governments, regional organizations and NGOs.

**GAR09** looked at the patterns and causes of disaster risk. While governments and regional organizations agreed with its message the feedback was that the next GAR should give more detailed guidance on what governments can do to reduce risk.

**GAR11** on DRR: Revealing Risk – Redefining Development, by drawing on a large volume of new and enhanced data, it provides a current resource for understanding and analyzing the patterns in disaster risk globally, regionally and nationally.

##### Risk trends: extensive and intensive risks

Extensive (frequent and accumulated) risks are considered more dangerous than intensive (sporadic, concentrated) ones, due to the major losses associated with them.

It follows then that the process of risk production and accumulation is the most important factor contributing to increased risk, making the context of socio-economic history crucial in risk definition.

Additionally, while increasing exposure responds to the implementation of corrective measures, risk and potential losses neither increase nor diminish in the same way.

10 <sup>4</sup> Presentation by: Ruben Vargas – DRM Advisor at UNISDR Panama Regional Office for LAC.



## WORKSHOP REPORT

### Key elements for successful Disaster Risk Management (DRM)

#### 1. Address Global Risk Drivers - Take responsibility for risk

**Invest in risk reduction.** Use cost-benefit analysis to target the risks which can be most efficiently reduced and which produce positive economic and social benefits. Cost-benefit analysis: visible trade-offs based on informed choices, ensuring more representativeness; improved geographical coverage; analysis of risk trends by region and income groups, for example disaster impacts on child welfare and displacement, drought risk, etc..

Assessing the costs and benefits of DRM practice opens the door to developing innovative options for risk governance strategies.

**Take responsibility: account for disaster losses.** Develop a national disaster inventory system to systematically monitor losses and assess risks using probabilistic models by creating data bases for extensive and intensive disaster analysis.

**Anticipate and mitigate risks that cannot be reduced.** Invest in risk transfer to protect against catastrophic loss, and anticipate and prepare for

emerging risks that cannot be modeled, by identifying risk components, hazard intensity, exposure, and vulnerability parameters, thus tailoring prospective and corrective DRM strategies and policy.

#### 2. Integrate DRM strategies into existing development instruments and mechanisms

**Regulate urban and local development.** The use of participatory planning and budgeting to upgrade informal settlements; the proper allocation of land; and the promotion of safe building construction are solutions with a very profitable cost/ benefit ratio.

**Protect ecosystems.** Design DRM interventions based on the realities of nature, employing participatory evaluation and management of ecosystem services and mainstreaming of ecosystem approaches in DRM. Such an approach will be very useful in flood prevention/mitigation or coastal protection measures.

**Offer social protection.** Adapt conditional cash transfer and temporary employment programs; bundle micro-insurance and loans; consider the issues of social floor and poverty line.

**Use national planning and public investment**



**systems.** Include risk assessments in national and sector development and investment planning in areas such as water supply, sewage, drainages, roadway communications, etc.

### 3. Build Risk Governance capacity

**Show political strength.** Place responsibility for adaptation of DRM and climate change policy with a governing body that has political authority over national development planning and investment.

**Share power.** Develop decentralized, layered functions and use subsidiary principles and appropriate devolution processes including designating budgets to civil society.

**Foster partnerships.** Adopt a new culture of public administration that is supportive of local initiatives and based on partnerships between government and civil society.

**Be accountable.** Ensure social accountability through increased public information and transparency; use performance-based budgeting and rewards.

### Redefining development: the way forward

Revealing risk is an important component of

redefining development, and refers to highlighting key opportunities to reduce disaster risks and facilitate implementation of the Hyogo Framework for Action (HFA); allowing decision-makers and their constituents to quantify the costs and benefits of investments in disaster risk management (DRM); and weighing the trade-offs between action and inaction.

Fundamentally, the challenge is not to protect development, but to use it to address the underlying risk drivers.

### UNISDR. GLOBAL CAMPAIGN ON RESILIENT CITIES AND THE MONITORING PROGRESS IN DISASTER RISK REDUCTION FROM NATIONAL TO LOCAL LEVEL<sup>5</sup>

The following are the main objectives of the Resilient Cities campaign:

- **Know more:** raise the awareness of citizens and government officials at all levels about the benefits of reducing urban risks
- **Invest wisely:** Identify budget allocations within local government funding plans to invest in disaster risk reduction activities



12 <sup>5</sup> Presentation by: Ruben Vargas – DRM Advisor at UNISDR Panama Regional Office for LAC.



## WORKSHOP REPORT

- **Build more safely:** Include disaster risk reduction in participatory urban development planning processes and protect critical infrastructure

**National HFA Monitoring and Review**

A self-assessment tool is used to achieve HFA monitoring at the national level. Countries are assisted in reviewing their own progress, gaps and challenges in disaster risk reduction efforts.

Led by the countries through multi-stakeholder engagement, the monitoring also serves as a continuous feedback mechanism for the countries.

**Local Government HFA Review**

A specific self-assessment tool has been designed within the framework of the Resilient City campaign for use by municipal/ local governments and local civil society organizations. It is prepared in consultation with local government representatives, the civil society network and other partners through the evaluation of specific 'HFA Indicators of Progress,' which verify the national review and assist city and local authorities in future DRR efforts.

As with national governments, the aim of **Self Assessment Tool (SAT)** is to provide a feedback mechanism for the local and municipal governments in furtherance of the national Hyogo Framework for Action (HFA) review process. The SAT is constituted by 43 key questions (aligned to 5 HFA priorities for action and the 10 essentials of making cities resilient Campaign); and 5 levels of progress (self-assessed). Together with the 'Views from the Frontline' survey, the SAT provides a clearer picture of the progress and challenges in the implementation of disaster risk reduction activities as defined within the Hyogo Framework Priorities for Action.

**IFRC WDR 2010: FOCUSING ON URBAN RISK<sup>6</sup>.**

Between one-third and one-half of the population of most cities in low- and middle-income nations live in informal settlements and it is common in such cities for the local authorities to refuse to extend to them all the infrastructure and essential services that do so much to reduce disaster risk. Existing measures of risk and vulnerability are criticized for undervaluing the impact of disaster losses on slum dwellers in favour of measuring the impact of disasters on large

**The Livelihood framework Capitals**

In order to study vulnerabilities, it could be used the Livelihood framework in order to define the sectors of intervention as the five capitals of:

**Human capital:** labour power, health and nutritional status, skills and knowledge

**Natural capital:** access to land, water, wildlife, flora, forest

**Social capital:** refers to those stocks of social trust, norms and networks that people can draw upon to solve common problems. It is mediated through kin networks and group membership

**Physical capital:** houses, vehicles, equipment, livestock

**Financial capital:** savings, gold/jewellery, access to regular income, net access to credit, insurance.

economies and major infrastructure where loss of life may be minimal but economic damage is considerable.

In the 1980s, to work in risk management main shift from a purely emergency-focused vision (like that of organizations such as the Red Cross) toward a more comprehensive view which takes into account the causes of disaster and the processes of development. In those years, the first experiences in risk management were called "comprehensive projects," and the preparations for such projects were considered to be elements of development work.

Today, risk management is considered to be an integral part of the development process, as reflected in many topic-relevant publications such as "At Risk," World Development Report. In addition, the concept of urban risk is becoming internalized in institutional discourse, and specific work in the area has already been done.

The identified drivers of risk in urban settings are:

- Population increase, particularly in middle to low income countries
- Informal settlements with poor housing conditions
- Decline of ecosystems
- High exposure of residents in the coastal zones near rivers and oceans
- Government weakness in terms of planning, regulation, and land control.

<sup>6</sup> Presentation by Íñigo Barrena – IFRC Regional Representative for the Andes countries.

The greatest challenges for urban risk reduction efforts lies in small to medium-sized cities, which experience the largest proportion of growth; cities located in seismic zones or near active volcanoes; and those which are subject to increased adverse weather conditions.

The Latin American experience during the learning process on disaster risk management in the urban context has been to find alternatives to incorporate risk into the development process. In the context of informal urban growth, there was an increase in social demands and political and social debate over the role of municipalities.

Risk is socially constructed through a combination of natural dynamics (threats, danger and physical phenomena) and social dynamics (vulnerability/fragility/exposure, capabilities, resistance, resilience, and resources). The use of scientific information is important (e.g., risk and hazard mapping), however the ability to translate the data is necessary to permit dissemination of the information.

It is necessary to identify and work with organized groups with authority that represent interest or can serve as pressuring mechanisms. This is much more complex in the urban context due to the difficulty of identifying which capabilities and social dynamics to address, with the goal of reinforcing them. There must be full understanding about which social aspects can be influenced (e.g., elements of chronic risk such as violence, inequality, access to health services, etc.).

An interesting analysis could be realized on the components of livelihoods vulnerability and resilience, initial well-being, security (social, self-protection, governance, local ecosystem) and how they can be affected

by other elements.

**Governance** is key in promoting the introduction of risk management into urban and land planning such as emergency preparedness plans, contingency plans, simulations, drills and early warning mechanisms. Governmental commitment is also crucial for the development of norms and standards for construction and ensuring housing rights in urban zones after disaster strikes, including land access and basic needs.

To this end, disaster risk reduction should be oriented toward a framework for development and sustainability: i) Identifying, reduce and minimize accumulated risk; ii) Avoiding or minimize the creation of new risks; iii) Preparing for emergencies and contingencies; iv) Reconstruct in order to transform.

It seems necessary to move toward more sustainable forms of development with social consensus, institutionalization of processes and accountability of authority.

### Questions & Answers

Q: How can risk management be addressed in small/indigenous communities with few resources, low education levels, and strong oral traditions?

A: This is a call toward diversity which necessitates an adaptation of existing methodology through a "process of unlearning."

Q: How can social networks be used to reinforce DRR efforts?

A: Through the promotion of population control mechanisms over political decisions.

Q: How can municipal officials be convinced to designate a percentage of their often limited budgets to DRM and CC?

A: Knowledge and adoption of the cost/benefit perspective must become a part of municipal decisions. DRM can then be addressed as part of the "development management" process as a part of local land development plans, categorized with risk and climate change.

Q: How is urban violence associated with DRM?

A: Violence is considered a form of "chronic risk." Addressing urban violence translates to addressing the causal factors of social marginalization, access to basic health and education services, unemployment, etc.

Q: There are different levels of academic, operational, and political knowledge, as well as different audiences. What practical message could given to improve work in communities and cities?

A: Efforts must concentrate on general intelligence. Historically, social groups have had great capacity for overcoming struggles such as disasters. Therefore work should be dedicated to coordinated "first line" groups, comprised of persons of diverse origin and perspective, and strengthen the bond among them.



## WORKSHOP REPORT

## Day 2 – Presentations

## DISASTER RISK REDUCTION IN URBAN CONTEXTS

**IFRC - DRM REGIONAL PROGRAMME, CENTRAL AMERICA<sup>7</sup>**

Central America is a region prone to multiple hazards with a high recurrence of disaster impact, in which extensive risk is the main growing problem. IFRC DRM Regional Programme in Central America aims to: the Consolidation of tools for community education and disaster preparedness, and strengthening of the **Network of Instructors and Facilitators**; the Development of the conceptual and methodological framework for urban risk preparedness; the Application of educational and preparedness **tools** in risk reduction and cross-border preparedness actions in counterpart cities which permits comparison and analysis.

Among the specific results of the IFRC Regional Programme prominence has been given to the development of a conceptual framework and methodological approach to DRR in urban settings.

**Case studies**

**Development of three case studies.** Application of DRR tools in port cities (Honduras); the role of women in risk management activities in the capital city (Guatemala ); Cross-border experience in risk reduction (Costa Rica/Panama). **Surveys with key actors:** National Civil Protection Systems, Red Cross National Societies and other national and international NGOs; Department of Education; among others.

**Feedback Processes**

Diverse formal/informal, internal/ external workshops have been organized with risk management experts, National Societies and other organizations about the construction of the conceptual framework (Costa Rica; April). Moreover, have been realized meetings with the National Societies of Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica, Panama, Colombia (Costa Rica; April). Finally, experience exchange through the Urban Risk Reduction Workshop (Haiti; June); Promotion of virtual forums in the UnLearn platform to conceptualize and approach urban risk; Discussion on Disaster Preparedness in the Urban

Context and the experiences of those processes (Bogota; Julio). Mutual collaboration with the communications department to complete three case studies in the Americas, which will be completed in the upcoming weeks.

The feedback process culminated with the Regional Workshop on Risk in the Urban Context (Haiti; August 22-26)

**Document Development**

The processes of discussion and feedback have led to the development of a variety of documents on the Conceptual Framework (in its 4<sup>th</sup> draft, soon to be distributed), the Methodological Framework (2<sup>nd</sup> draft) and a Checklist which will be validated in the zones where pilot projects are being implemented (2<sup>nd</sup> draft, to be applied in September).

The next steps in the process will include the validation of the Checklist, the development of specific tools for risk reduction in the urban context, the sharing of results and work products and the programming of three pilot projects in Buenos Aires and Quito, in Colombia (coastal cities along with other sites yet to be determined) and for the Association of Caribbean States (AEC).

**UNDP HONDURAS EXPERIENCE ON DISASTER RISK REDUCTION IN URBAN SETTINGS. THE NEED FOR COORDINATION AND NATIONAL INSTITUTIONAL STRENGTHENING<sup>8</sup>.****The Risk Context in Tegucigalpa, Honduras**

There are more than 100 neighborhoods and 120,000 people in high risk from landslides and floods (10% of the population). Most of the neighborhoods have high levels of criminal activity ("maras" phenomenon) as well as poverty, with social and political conflicts and low levels of governance.

The level of seismic vulnerability in the city of Tegucigalpa is critical. And the access to land, water and income opportunities grows more difficult every day.

A municipal government with a very complex political and administrative structure causes the governance to be relatively slow-responding, together with multi-actor presence in the capital city (key ministries related to DRR, COPECO central

<sup>7</sup> Presentation by: Nelson Castaño – IFRC DRM Coordinator for America Zone – Panama

<sup>8</sup> Presentation by Dennis Funes – DIPECHO Project Coordinator at UNDP Honduras.

office, Universities, civil engineers and architects, National private enterprise and associations).

### Good practices

Political support to strengthen coordination between institutions.

- Identify the stakeholders within the municipality along with the key ministries (building trust, bilateral contacts).
- Train technical staff with participation of all institutions. (Competencies, commitment, knowledge and capacities). Challenges and potential areas of intervention.
- Focus in concrete actions, especially in areas that are not covered or have been forgotten
- Include universities and professional colleges to support research and information management.

- Manage the media as a key factor to generate public opinion and gain the attention of politicians.

The municipality, COPECO and key ministries adopted risk analysis and DRR tools. (Infrastructure, public investment, housing, relocation, social and livelihood assessment, etc).

Pilot initiatives to reduce risk in post-disaster recovery. (markets, relocation, small mitigation works).

Development plan in Tegucigalpa ("Plan Arriba Capital" y "Capital 450")

Municipal policies to regulate the constructions in risk areas.

### Lessons Learned

Good coordination does not mean simply having a lot of meetings. Most institutions are not interested in what the others are doing. We have to promote the first coordination activities at field level and be part of them, especially regarding new issues and before leaving them alone.

We have to work closely with politicians and sell the DRR approach in all the initiatives proposed by them. A deeper analysis on risk evaluation tools should be done, especially the ones with a specific cost/ benefit mechanism, which is a useful decision making purpose.

One of the best ways to gain their trust and know their dynamics is working side by side into their institutions. We must remember that our role is to be in the middle of the battle between the institutions and not be part of it.

The media are strategic but we must be careful to always give the credit to the institutions with which we coordinated.

**CR NICARAGUA. CAPITALIZING URBAN CAPACITIES: COORDINATION BETWEEN LOCAL AUTHORITIES AND NEIGHBOURHOODS<sup>9</sup>.**

### Project specificities

In its project "Strengthening preparedness and emergency response to earthquakes in the urban areas of the Fourth District of Managua," the Red Cross had given a special reference to the coordination efforts between different institutions, population representatives and organizations.

Inter-institutional and bilateral coordination with



## WORKSHOP REPORT

SESINAPRED, the Civil Defense, and technical staff of public institutions have allowed for a multidisciplinary work, from the neighborhood level to the municipal government, and from local district to national.

The joint effort combined with meetings with youths (and National Police) has allowed for the sharing of tools and methodologies (the Nicaragua Red Cross AVC workshop) involving and providing feedback to the COBAPRED and Civil Defense. Moreover, the work coordinated at the national level has permitted an estimate of seismic risk with a multidisciplinary focus. Over 200 dwellings, 3 educational centers, the Institute for Land Studies in Nicaragua (INETER) and the complex which houses the Municipal officials, the Department of Education, and other institutions have been evaluated on terms of vulnerability and exposure in the face of this threat.

Capacity building sessions were given on seismic risk and estimation of seismic risk with the SELENA tool, involving the municipal catastrophe system (SIS-CAT). Workshops on Hospital Disaster Plans, as well as for Emergency Local Sanitation Plans, were heavily promoted, along with sessions on the Hospital Security Index of public and private health entities. During the course of working with the education community, the experience of creating networks of interdisciplinary facilitators has been highlighted. These networks receive support for psychosocial needs, school security, formation of school evacuation brigades, first responders, and fire prevention, all through the use of the IFRC tool "Safe School."

Finally, it is revealed that the possibility to coordinate inter-institutional and multidisciplinary efforts among fairly organized groups at the community level and the district and municipal leaders allows direct communication, the search for a solution, and shared decision-making.

## Day 2 – Presentations

### DISASTER MANAGEMENT IN THE URBAN CONTEXT

#### LESSONS LEARNED FROM THE EARTHQUAKE IN CHILE.<sup>10</sup>

The earthquake on February 27, 2010 affected six regions of the south-central zone of the country,

where 75% of the total population is centered (12,800,000 inhabitants). Three of the affected regions registered the highest percentage in the country of households in poverty (average of 13.7%). Damage and losses in the affected zone: 521 fatalities, 56 presumed death, 11% of homes destroyed, losses in 71% of the hospital network, 74% of educational facilities damages, 211 bridges totally or partially destroyed, over 900 towns and rural and coastal communities affected. The estimated cost of the loss is \$30 million, which is 18% of the 2009 GDP.

### The Response

The disaster revealed the weaknesses of the National System of Civil and Emergency Protection. Highlighted were the difficulties in mounting the response effort and management of preliminary information, interruptions in communication and the absence of alternative methods (radios, satellite telephones, etc.), limited capacity to maintain a registry of dead, wounded, harm, and needs; the lack of experience in International Humanitarian Need Management, the initial challenge of coordination among humanitarian organizations with the Emergency Operations Committee and the National Emergency Office of the Ministry of the Interior, the lack of emergency management plans at the level of regional ministries and public service.

In addition, attention was called to the lack of economic resources and personnel needed to complete activities related to risk management, and in this case, disaster management as well.

### Conclusions

The earthquake/seaquake of February 27 put into evidence the System's shortfalls and the need to take on disaster risk management from a comprehensive prospective. It is necessary to promote the awareness and education related to identification and reduction risks, disaster preparedness, and adaptation to climate change for institutions and communities.

### Lessons learned

In response operations, rapid mobilization of resources, application of tools and methodologies with international standards, and efficient

<sup>10</sup> Presentation by: Nelson Hernández – National Director for DRM - Chilean Red Cross.



coordination among involved entities is crucial. It is necessary to **decentralize** initiatives in risk and disaster management and to begin working permanently with authorities and local communities, taking into account culture and idiosyncrasies. The response operation is only effective if developed locally and coordinated with all social players. Adequate use of information and communication technology, including social networks, facilitates timely and efficient action of the organizations during the different phases of response and recovery.

#### PAHO HAITI. EARTHQUAKE COORDINATION OF FOREIGN MEDICAL TEAMS/ FIELD HOSPITALS OUTLINE<sup>11</sup>.

##### The Health Cluster

The Cluster began operating three days after the earthquake and a Health Cluster Coordinator was assigned full time (cluster lead agencies: PAHO/WHO for health cluster, UNICEF for WASH and nutrition cluster; WFP for food). By February 16, 390 agencies registered with the Health Cluster in Port-au-Prince (a lot of people). Sub-working groups were created to address primary care, hospital care and referral system, medical supplies, medical logistics, and rehabilitation.

##### Specific Challenges

in Haiti: too many people! Confusion due to civilian-military cooperation. Over-coordination (10

meetings a day) together with weakness of national authorities. Moreover, there were no formal authority of the cluster coordinator to triage **Camp-hospitals began to raise fast:** from 8 foreign field hospitals and 40 health facilities on day 10 to 21 foreign field hospitals and 91 health facilities on day 24. Despite this, by day 15 military hospitals began to leave, and others were also preparing to leave even if patient follow-up still was needed. In some cases, there were limits depending upon the complexity/severity of the diagnosis.

##### The problems

**The question of quality control was crucial:** in terms of cost efficiency (e.g. a camp hospital bed costs 2,000USD/day).

Field hospitals concentrate on what they do best, which is reducing their field of health response. Patients were subject to rapid turnover, in order to achieve efficient use of theatres (which also implied no post-operative care).

No referral system between facilities was ensured and no internationally accepted standards. Different professional groups (military, Red Cross, MSF) developed their own guideline. Consequently, non-standardized and unacceptable practices have been realized.



## WORKSHOP REPORT

**The future: Foreign medical teams (FMT)**

There is a proposal for establishing an international register of FMT. This would mean faster deployment (if governments can rapidly identify and approve FMT), better complementarities and reduction of duplication or overlap. It would also allow for better transparency and coordination with national authorities/cluster.

Criteria for registration are being proposed for foreign medical teams, such as their composition, the level of care provided, the adherence to a minimum set of professional/ ethical standards. There should be formal agreements for collaboration and coordination with existing mechanisms and a willingness to share full and complete medical records.

In any case, Ministry of Health (national/ local government) must be the leading authority on health response coordination, in order to guarantee an easier exit strategy and handover.

**GLOBAL EMERGENCY GROUP. DISASTER MANAGEMENT: RESPONSE & OPERATIONS COORDINATION CHALLENGES IN THE URBAN CONTEXT: HAITI & OTHERS<sup>12</sup>.**

The core action on Humanitarian work resides in **people response capacity** and resilience.

The Haiti disaster scenario called for a huge amount of international NGOs to take action in the humanitarian response, with more than 2,000 actors being involved, divided into very different groups (Local & National Government, UN agencies, Red Cross societies, etc.).

The first situation to be faced was about **Coordination**. Globally many countries are taking an assertive position on self-management, “international” humanitarian coordination being led not by the UN or The IASC but on a regional basis (ASEAN, CEPREDENAC/AU). This implied huge proliferation of both traditional and non-traditional responders, with a massive increase in the role of the military in humanitarian assistance in both host and responding (CIMCORD).

Even if the disaster had been more focalized in P-a-P, coordination would be needed per district and at all levels. This is time and resource consuming.

**Monitoring and evaluation** in an urban context like Haiti (and for instance New Orleans) is an issue, due

to continuous and unpredictable population movements (on the basis of their complex livelihood networks). This has a reflection on initial assessment and response, where several uncoordinated actors can duplicate (or waste) efforts to meet beneficiary needs in terms of relevance, coverage and timeliness.

**Urban Disaster Response Systems & Tools**

Red Cross movement has at its disposal several systems and tools for disaster response, however each sector for intervention faced diverse constraints, as follows.

- **Relief:** operational teams may not really be well prepared for responding in urban areas. There is a need for more flexibility and tools adaptation to urban context (e.g.: S&R; or WatSan ERUs focused on water trucking and support in IDP camps rather than massive distribution in a fixed location, mobile clinics, relief teams monitoring population movement of the IDP camps and doing relief assessments, etc.).
- **NFI:** need for prioritisation of needs in the pipeline (maybe in Haiti kits for remove debris were more important than hygiene kits from the beginning of the operation).
- **Health:** the destruction/ damage of health infrastructures made the field hospitals priorities, staffing HR capacity and staffing from Ministries, hospitals etc, creating risk of dependency.
- **Food:** it is a very politically sensitive issue, and with several constraints in terms of security and beneficiary targeting.
- **Logistics:** a capital city with disrupted Airport Access, Roads, Rail & Bridges, Full field hospitals had to land in the Dominican Republic and travel 6 days overland to arrive at the site. Same for relief supplies. Military food drops sensitising crowds to reward for riots. Bilateral Food & NFI supply chain management.
- **Shelter, Housing, construction and Infrastructure:** land **availability, land title. Construction codes and standards Debris strategy**
- **Wat/San:** Infrastructure breakdown, access strategic co-operation with Water and Board/ Ministries
- **HR & Staffing:** Neighbours/ National teams, staff security, safety and psychological health, volunteer development & management
- **Security:** Safe access and political issues in informal settlements.
- **Communications/Media:** Mobilisation and application of social media, largely recognized in Haiti. Role and influence of “personality” can be useful as well as

<sup>12</sup> Presentation by: Iain Logan – Partner & Director of Global Emergency Group w/ worldwide experience in major disasters management and response .

security issue.

- **Socio/Political:** Poverty and the added vulnerability of population in urban settings like gender and sexual violence in urban displaced populations. Economic imbalance is an issue too. Neighbourhood and vast displacements can promote civil unrest. Threat of ideological extremism or political instability.
- **Funding:** Unrealistic expectations from public and media when there is a lot of funds. Salaries distortions/per-diems and subsistence for local staff but also government and even public systems.

## Day 2 – Panel of Municipalities

### LESSON LEARNED EARTHQUAKE IN HAITI

Mr. **Yvon Jerome** - Major of Carrefour

Mr. **Wilson Jeudi** - Major of Delmas

Mr. **Gregorie** - Head of Firemen of Port-au-Prince

Mr. **Compert** – Representative Dir. of Civil Protection

Mr. **Jean Pierre Guiteau** – National Director of HRC

According to the 12 January experience, the importance of coordination stands out in the work of the Direction of Civil Protection (DPC), as well as the mobilisation and management of the resources available at the time of a disaster.

The municipality of Carrefour was severely affected by the earthquake, as well as other surrounding areas. The **most serious problems** they had to face were water and communications, but also decision-making capacity. In effect, the representatives of the municipalities themselves had to make the decisions about the actions that needed to be taken.

In the 12<sup>th</sup> January experience, it is fundamental to recognise **the absence of coordination between central and local authorities** that resulted in a decentralised and dangerous situation. In order to respond to this weakness, it is essential to work on **decentralisation**.

It is considered necessary to embark on a process of **municipal strengthening** via all the coordinating bodies, in order to achieve a space for engagement with the Red Cross and other international structures.

Due to the limited power of the municipalities, **the international aid actors intervened with the central level**, and not directly with the local level.

During this period, the mayors had to request help directly from the residents, who were able to provide human resources (with whom small local aid structures were set up), but there was a lack of material, ambulances, equipment and all this combined to create a context where the capacity of the central authority had also been exceeded.

It is hoped that through this forum an understanding will be gained of the need to strengthen the local levels and the municipalities. In particular, it will highlight the importance of a better coordinated structure at prevention and response level, which has the **necessary human resources and materials**, and specialised resources (DPC, fire-fighters, etc.)

The DPC needs to be redefined, in a new partnership concept with all the local structures, including the municipalities, as it is necessary to direct intervention capacity through the municipality with local collective structures.

Finally, we would like to thank the Red Cross and its developed role in the emergency, stressing the priority of organising specific structures for prevention, emergency management and its consequences in the disaster.

Another outstanding element in the panel refers to **information** management, and its positive and direct effects on the formation and training of human resources. **Information** is considered important, especially for achieving effective and





## WORKSHOP REPORT

efficient decision-making.

Whoever is called upon to decide must have the maximum amount of information available (not just about Disaster Risk Reduction, but at all levels), because when the decision makers are correctly informed, this contributes to creating more operational structures.

In a crisis, for example, much of the aid that is received may not be used when the decision makers are not handling the correct information. This is reflected in the logistical coordination, in the criteria for equitable distribution, which also has serious consequences for the security of the affected population as well as of the humanitarian workers. It also reiterates the need to invest in **training**, so that decision makers have the tools and methods for the most effective search for solutions to the crisis. A special effort needs to be made for **voluntary personnel** (such as, for example, from the Red Cross) to reach “critical mass” distributed at national level, adequately trained and equipped.

Having human resources of this type means having an effective response capacity on the ground from the moment disaster strikes, making a vast difference in terms of lifesaving capacity (the humanitarian imperative). For this reason, it is considered a priority to encourage **training centres** for volunteers and the DPC, and the International Federation of the RC could be involved in order to promote **certifications** for the instructors working in the **training centres**.

In addition, initiatives by the IFRC support centres are added for operations in crisis situations, and also for **decentralised training** (should it prove impossible for volunteers to attend in Port-au-Prince).

In the past, NGOs were not considered as partners but as missionaries. It is very difficult to conceive a **partnership relationship** without the existence of a close and contiguous relationship with the local authorities. The authorities are the ones who allow for the creation of a link with local reality and needs. Local representatives can be a valid alternative to the central authorities (like the Ministries) in the **dialogue and negotiation** with NGOs, which must do more to include include, refer to and seek support from the local authorities, as these are the best representatives of reality and have a greater level of sustainability than the central authorities.

It will be very difficult for NGOs to intervene without the support of the local authorities, as they **ensure a connection with the area**. If they only take the central government into account this could distance them from reality, leading to decisions that are more political than social.

It is thus proposed to the NGOs, that after having established (necessary) diplomatic contact with the National Government, an additional effort should be made in diplomatic and operational terms in order



to construct the necessary partnership link and promote efficacy, efficiency and transparency.

**IRDL PROJECT IN HAITI. REDUCING RED TAPE, AND STRENGTHENING ACCOUNTABILITY IN DISASTER RESPONSE. STUDY OF THE EXISTING LEGAL FRAMEWORK & RECOMMENDATIONS TO FACILITATE INTERNATIONAL RESPONSE IN CASE OF DISASTER<sup>13</sup>.**

The limited capacity to monitor and coordinate the action of aid providers often translates into poor quality goods, duplication of efforts, or even lack of respect for the beneficiaries.

**IRDL Areas of work**

**Technical assistance:** IFRC supports NS to assist governments in strengthening their domestic legal preparedness for international disaster response.

**Capacity building:** IFRC works to build the capacity of NS to advise their governments on the development of disaster management law.

**Advocacy, dissemination and research:** building partnerships at the international and regional levels on legal preparedness, disseminating the IDRL Guidelines and fostering new and innovative research.

**IRDL project in Haiti**

Ad hoc laws and measures were taken to cope the challenges posed by the disaster. President Preval declared a state of emergency on January 16, 2010, to ensure the effective management of the emergency, and an Interim Committee was created to ensure the implementation of development priorities in the shortest possible time. Emergency customs procedures were adopted to support arrival and distribution of aid in response to the massive

response in international assistance.

**Findings**

Legal framework. National norms applicable to international assistance and disaster situations are fragmented and spread across several legal instruments

**National coordination.** Civil protection is in charge of coordinating the response to the disaster with the different Ministries, committees and organizations. The MofFA is in charge of communicating the information related to the disaster to the international community. An ad hoc commission for Haiti reconstruction was created to coordinate the international cooperation influx.

Military assistance & legal facilities. The President requested military assistance. Soon after, they were in charge of controlling the entrance of humanitarian flights and vessels. Despite the facilities that the Government gave for the registration of NGOs, they didn't present or complete the registration procedures.

Customs & Humanitarian visas. In the beginning all items could enter the country without any customs duties or tariffs, later, customs and humanitarian visas suffered some variation, somehow confusing or hamper for external aid.

**Transportation of Humanitarian goods & Quality.**

Due to the national airport overload and restriction, many organizations had to send their flights with humanitarian assistance to the Dominican Republic, with consequent delays in humanitarian aid general management. The quality of the provided assistance varied enormously among organizations.

**IRDL in Haiti: Phase II**

Technical assistance project in Haiti to support the Haitian Red Cross Society (HRCS) in advising the government in the drafting of procedures and regulations for the management of international disaster assistance, following the *Study of the existing legal framework and recommendations to facilitate the international response in case of disaster*

**IDRL Guidelines**

The IDRL Guidelines' proposed legal facilities:

- Personnel (Visas, Work permits, Professional qualifications, Freedom of movement);
- Goods & equipment (Customs clearance and duties, Food, vehicles, telecoms, medicines);
- Transport; Domestic legal status (Power to open bank accounts, contract, etc.);
- Taxes; Security; Extended hours; Costs.

22 <sup>13</sup> Presentation by: Teresa Camacho – Acting programme coordinator for America at Int. Disaster Response Laws rules & principles (IDRL).

## WORKSHOP REPORT

## Questions &amp; Answers

- Q:** To what extent can the RC respond quicker and better?
- A:** There are no universal solutions: better attention has to be paid to the reality, getting to know the urban context in developing countries. It was also possible to propose work promotion programmes, construction training, planning with local leaders and with the population. Humanitarian staff must also have sufficient experience to avoid repetition of historical errors, as well as ensuring the connection of the national and local levels, promoting good governance.
- Q:** On the question of territorial planning, is there a plan for the city of P-a-P yet? Is it being used? What is the ecological sustainability of plastic (sheet) T-shelter?
- A:** Once more we repeat the obvious: (e.g. T-shelters, “mislead” territorial planning, etc.). The focus must be put on working towards a risk accumulation process. There is a reconstruction plan, which in the next few months will define the areas where construction should not take place. This is an enormous initiative at advocacy level, due to the difficulty of ensuring the necessary political commitment. It is therefore fundamental to ensure adequate decision-making (“history will judge on the basis of the decisions that were made”) because the IFRC has a huge advocacy task ahead for the construction of adequate urban spaces.
- Q:** The Haiti experience shows us once more that the population’s response capacity and need to respond in order to “keep going” is always one step ahead of the humanitarian world. How to study and nurture the social economic fabric that underlies the urban context and its true engine of development?
- A:** One needs to move away from the emergency logic, working on the response “before” the disaster occurs, and possibly on its causes. An in-depth analysis is needed, with a detailed examination of both the academic, operational and practical aspects, from a cost/benefit point of view of the elements of RM and the potential manifestation of a risk.
- Q:** Family solidarity programme (for the promotion of family shelters instead of temporary ones in schools, community centres, etc.)
- A:** The number of schools being used as temporary shelters is reduced to a minimum (with beneficial consequences in terms of safeguarding school infrastructure). In addition, it also limits the potential for providing care to groups that pretend to be affected in order to benefit from emergency aid. Finally, it increases the efficiency of aid by being able to reach people more directly and within the same family context (through complementary bonds for basic family basket items intended for the affected family).

## Day 3 – Field Visit

## ANALYSING HAITI EXPERIENCE THROUGH HFA PRIORITIES

On the third day of the workshop, according to the agenda, a field visit was made to national institutions, projects and settlements within the city of Port-au-Prince. Participants have been organized in five groups, on the basis of HFA priorities<sup>14</sup>, to be used as guidelines for analysis.

## Field visit analysis guidelines

## 1. Governance: organizational, legal and policy frameworks;

Supporting legal framework for DRR with explicit responsibilities defined for all levels of government. Supporting a national multi-sectoral platform for DRR.

Encouraging plans and activities definition from national to local levels.

Ensuring dedication of adequate resources, available to implement DRR plans.

## 2. Risk assessment, monitoring and early warning;

Supporting National risk assessments (hazard & vulnerability data)

Mapping risk for key sectors (Universities and Private Sector partnerships)

Early warning systems are in place at national and community level.

## 3. Actual levels of knowledge, awareness and education;

Supporting the National public awareness strategy for DRR to people of all education levels.

Promoting involvement of Educational sector and curricula to include and train on DRR elements

## 4. The underlying construction of risk factors (within a Climate Change perspective);



Advocacy for environmental, natural resource management and climate change policies include DRR.

Promoting specific policies and plans to reduce the vulnerability of most exposed groups.

Advocacy for land-use planning and building codes implementation with DRR elements.

Supporting a long-term national programme for schools, health facilities and critical infrastructure protection from common natural hazard events.

#### 5. Aspects of local preparedness and effective response and recovery.

Analysing the complexity of social networks (at community and/ or neighbourhood level) to support local mechanisms of disaster preparedness and response

Supporting disaster preparedness and contingency plans (regular drills, simulations, rehearsals, etc.)

Supporting DRR and reponse organizations, personnel and volunteers to be prepared and equipped and trained for effective disaster preparedness and response.

#### Working groups on Field Visit

A debriefing session was held in the afternoon, so that participants could exchange impressions and reflections on the morning visits. The main point of analysis are summarised as follows:

##### 1. Governance: organizational, legal and policy frameworks;

In the COE the commitment to continue with the correct implementation of MAH takes on importance as a reference, together with other legal frameworks.

It is also essential to consider the government's involvement (perhaps through the same International cooperation Department) in the COE, and with relations with OCHA and other UN agencies.

In the COE it is important to have a physical space, communications equipment and personnel trained in first response. However, it is of even greater importance that the concept of decentralised responsibility and response should be clear.



24 <sup>14</sup> Hyogo Framework for Action 2005-2015: UN International Strategy for Disaster Reduction. Building the Resilience of Nations and Communities to Disasters.

## WORKSHOP REPORT

Political commitment is also essential, but it has to be accompanied by adequate planning (contingency/emergency) and tried-and-tested protocols for action and communication in response.

While it is important that the COE should recognise the relevance of DRR activities, as well as harmonisation of warning mechanisms and community training, [the COE] is an emergency/disaster management centre and should not necessarily take on responsibility for implementing risk reduction policies.

The RC considers that it is necessary to accompany the municipal authorities in decision-making mechanisms, training courses, meetings, etc. The RC can also contribute to the creation of a DRR network at local and/or national level that will provide training, workshops and even carry out sensitisation/communications work.

## 2. Risk assessment, monitoring and early warning;

Main question on mapping and technology. Mapping Risk and EW and involvement of different institutions and organizations (universities, etc.)

Community-based mapping.

Spanish Red Cross experience: community maps (with houses and community references) are more useful than technical maps (for communities). The importance of identifying escape routes.

In the urban setting:

- Connectivity between different and adjacent neighbourhoods is fundamental;
- Risk is also created by vicinity.
- Protection of livelihoods is an issue (proximity of evacuation shelters);
- Population in urban settings is much more "fluid", in a few months people can change.

Risk mapping in urban context thus appears much more interconnected and complex for coverage and relevance in terms of risk reduction. Mapping works very well at a community level, but how do you relate it with the (very complex urban) surroundings (e.g. rubbish from rivers that comes from other districts)?

Maybe RC should suggest coordination cluster on DRR, and university involvement (especially to give scientific consistency to risk analysis). Civil Defence

should eventually, although gradually, become responsible for taking on the challenge of DRR and emergency response.

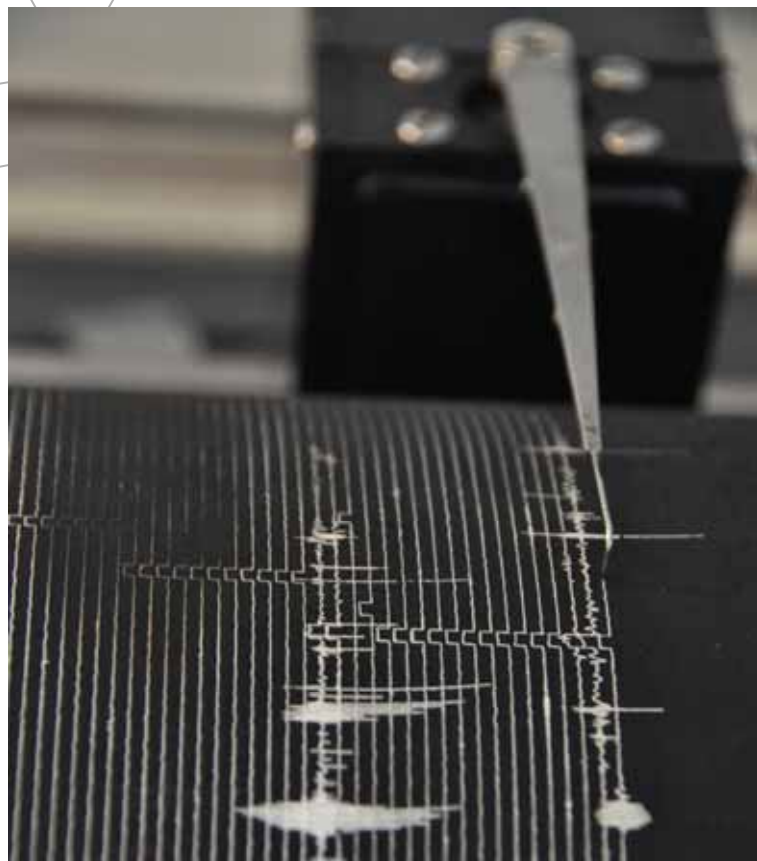
In other words, there is a need for prioritising community work, while aiming to involve the academic world as well as local and national authorities, formally responsible for DRR.

## 3. Actual levels of knowledge, awareness and education;

The need to continue the education process: care for the children and follow-up to the classes. Children as change agents for their families.

DRR programmes for adults. There is a need for coordination spaces in the camps and promotion of socio-cultural activities and promoters at camp level. Promotion of activities and livelihood alternatives through transitional stages that lead to a more stable income option.

Create play and recreational spaces: promotion of premises, relocations in the camps for the creation of sports pitches, cinemas, etc. for the promotion of



prevention themes, DRR, health, etc.

Incorporate the local authorities in the process for achieving sustainability in the processes that have been started (DRR, services, livelihoods, etc.).

#### 4. The underlying construction of risk factors (within a Climate Change perspective);

Identification of the real needs of the population; in urban contexts it is more common to prioritise livelihoods and work. Also in the C4W programmes, there is a need to analyse the socio-economic relationships/interconnections in order to reach people who are more vulnerable and marginalised. It is also essential to tackle the environmental sanitation problem (drainage, waste, sewage, etc.) in order to reduce exposure to diseases in the context of serious overcrowding.

Families do not wait for international help in order to return to normality. In housing construction for example, for want of alternatives since day one the population rebuilt on the same site of their former home, reconstructing vulnerability. The importance of promoting good construction practices through mass training mediums in the correct methods.

#### 5. Aspects of local preparedness and effective response and recovery.

Visit to the WSPA Laboratory, which comes under the Ministry of Agriculture, for analysis, prevention and cure of animal-related diseases (rabies, leptospirosis, anthrax, etc.).

There is a set of problems related to disaster management, which sometimes fails to take the families' environment into account, which in many

cases includes animals, both as pets and as means of subsistence that have consequences in terms of livelihoods and psycho-social condition of the victims.

Risk reduction work: prepare the community (what to do with their animals?) Evacuation and at the moment of the emergency.

Response work: evacuation of the humans as well as their animals.

Recovery work: promote projects that reactivate the family economy through the acquisition of animals for the affected families.

The creation of a fund for marketing livestock during humanitarian crisis, is proposed.

### Day 4 – Presentations

#### COMMUNITY-BASED INTEGRATED APPROACHES TO URBAN RECOVERY AND RISK REDUCTION

#### UNDP HAITI. EARLY RECOVERY IN URBAN SETTINGS: THE CHALLENGES OF THE RESPONSE TO THE BIGGEST EARTHQUAKE IN AN INFORMAL URBAN CONTEXT<sup>15</sup>.

2010 was a year of emergencies in Haiti (Jan. 2010: earthquake, Oct: Cholera, Nov: Hurricane Thomas, Dec: Political violence). This meant a slowdown of any early recovery interventions. In 2011, conditions became more favourable for recovery in Haiti: a strengthened commitment from central government, Ministries and local authorities in a better position to engage in the recovery process, IHRC role better defined, UN, NGOs and other partners moving from emergency to recovery,





## WORKSHOP REPORT

Lessons learned and build back better.

### From rubble to development

A large amount of rubble is still present in Haiti. The main challenges relating to this are the extensive geographical coverage, and all the issues about information and coordination, demolition permits, dumpsites and financial resources. However, families are still the most important and efficient actor for debris removal.

**House repairs** benefit/ cost analysis can vary significantly depending on the location, and approach (1,500USD average cost), but issues of reconstructing vulnerabilities still persist, due to the lack of access to proper material, trainings on building procedures (MTPTC effort for small-scales building repairing guidelines).

**Permanent Constructions** are a conclusive way out for recovery, albeit with several constraints: time consuming, land rights, construction materials, urban planning and risky areas, Sphere and Haitian standards in relation to WaSH and other basic services, an generally a space issue.

### Livelihoods

The need for household economic reactivation was the top priority for IDPs: support to small and medium enterprises and value chains, promoting the construction sector, vocational training, cash transfers and labour market study, taking into account women as the key group for success. A series of cash for work (CFW) programmes were also quite an effective way of reactivating the socio-economic sub-strata, aiming towards longer-term employment promotion.

On the other hand, when looking for sustainable solutions for IDPs, different options appear feasible such as income generating activities, tailor measured solutions for the most vulnerable groups, and urban planning.

**The Community Resource Centres** are a specific space in the neighbourhood where information can be delivered, training, technical assessments, access to good quality materials, legal support, state presence at neighbourhood level, meeting point and planning centre.

### UN-HABITAT - HAITI 2010 EARTHQUAKE: AN UNPRECEDENTED URBAN DISASTER<sup>16</sup>

The urban disaster: how the lack of analysis creates more problems and greater vulnerability.

#### The Disaster

The city was destroyed in just 35 seconds. Port-au-Prince's densely populated and informal neighbourhoods collapsed and the population had to leave and gather in camps (e.g. outside the National Palace).

Many humanitarian actors treated the camps as a "new and isolated phenomenon", as if they were a reality that was disconnected from the rest of the city. The strategy that arose from this vision was aimed at emptying the camps.

However, in order to provide an appropriate response to the disaster, it was also considered necessary to link the camps to the reality of their community (neighbourhood) of origin. With this in mind, the strategy was to work and organise the community of origin in order to ensure their return.

Characteristics of the territories of origin:

- Informal settlements that host 80% of the city population and cover only 20% of urban land;
- Poverty or extreme poverty; few or no services; highly congested spaces;
- Natural hazard-prone areas,
- Isolated from the formal urban fabric, but with strong community organizations.

Management of the camps may, in an urban setting, recreate or enhance conditions of vulnerability. It needs to be taken into account that the settlements have an autonomous development dynamic based on people's livelihoods (shop, cinemas, internet cafés, etc.). In the same way, their location in areas that are remote from the city centre (e.g. the case of Corail, located 20kms from the city) totally disconnects the socio-economic network that underlies the dynamic of urban development.

#### Post-Disaster Shelter Response: Creating new risks and missing opportunities

The choice of T-shelters in the process of ensuring shelter for the families affected by the earthquake must take into account the fact that the T-shelters sterilise urban land and delay permanent

<sup>16</sup> Presentation by: Jean Christophe Adrian - Country Programme Manager at UN-HABITAT Haiti.



reconstruction, especially if erected in the same location of the former house (e.g. of Pakistan 5 years after the earthquake). Also, the investment in T-shelters (2,500 US\$) is not always cost-effective (compared to 3,500 US\$ for the construction of a home following adequate standards).

People add to the existing shelter instead of starting reconstruction, so that T-shelter is gradually made permanent but not a safe permanent construction. The reduced capacity of land increases new development including in hazardous marginal lands. Moreover, skills and capacities for safer reconstruction are not developed, and scarce resources are used. Local Authorities are usually sidelined.

### Recommendations

The **return strategy**, above and beyond the problems of landownership (only 6% of the population had a property title before the disaster, and was not considered a priority by the population), must avoid creating vulnerability. The installation (also spontaneous) of the camps must seek the creation of new neighbourhoods with adequate living conditions, through:

- Ensuring land property for families;
- Accompany investment in basic services (water, health, communication, etc.);
- Promote the construction of buildings with adequate techniques (also on multiple levels, to ensure improved organization of density and lower overcrowding levels);
- Improve technical capacity across the construction sector: building correctly is more important than the financial resources available;

- Community awareness, community development control, public risk
- Be realistic about planning and building control. Prioritize and target
- Optimize reconstruction and development of safer and already serviced urban land including densification, rehabilitation and upgrading of infrastructure.

### IFRC - APPROACH TO INTEGRATED NEIGHBOURHOOD DEVELOPMENT IN HAITI RATIONALE AND APPROACH: OVERVIEW OF THE ROAD MAP<sup>17</sup>.

#### The Integrated Neighbourhood Approach (INA).

To operationalise the strategic plan for Haiti, with an aim to increase support for the under-served area of Port-au-Prince, the Federation created the **Integrated Neighbourhood Approach/** Urban Renewal Working Group.

INA approach is the integration of key services vital for the sustainability of newly established and re-established communities:

- **Relief:** Health, Water & Sanitation, Shelter, Disaster Risk Management, Social Infrastructure, Livelihoods, and National Society Development;
- **Cross-cutting issues:** Community ownership & participation, Disaster Risk Reduction, Sustainability, Accountability to beneficiaries.

#### Goals to achieve in 2011 and 2012

**Removal, reuse and recycling of rubble;** aiming to remove at least 25,000m<sup>3</sup> of rubble and to re-use or recycle at least 50% of this.

**Enumeration:** Mapping and registration of communities, preparation of documentation in order to provide over 2,000 households with improved access to obtaining more secure land tenure.

**Creating safer housing and neighbourhoods:** Repair and /or construct up to 250+ permanent homes within PaP

**Social Infrastructure:** Provide infrastructure support in selected neighbourhoods so as to mitigate urban risks, improve safety and provide a safer and more dignified area to live and reside in.

## WORKSHOP REPORT

**Policy Framework**

Advocate on behalf of communities priorities and needs; at local and national levels on:

- Land and space solutions for the transitional shelter programme.
- Solutions to land/house-tenure issues of the house-repair-or-reconstruction programme.
- Violence prevention for emergency camps and neighbourhoods.
- Disaster preparedness and response readiness capacity.
- Poverty reduction through access to basic services

**INA IN MOTION: FIRST FEEDBACK ON VCA CONDUCTED IN CARREFOUR FEUILLE SHAPING INA PROGRAMMING IN THIS NEIGHBOURHOOD AND MULTI-SECTORIAL INA IN CAMPS AND NEIGHBOURHOOD, DELMAS<sup>18</sup>.**

A multi-sector programming that considers and contributes to city-wide strategy for urban renewal: an asset-based neighbourhood-focused strategic planning and integrated interventions; inclusive participatory planning processes at the neighbourhood level; an approach that strengthens existing community organizations; a synergic collaborative interventions initiative.

**INA Intervention Areas:** Shelter solutions, Social Infrastructure, Water & Sanitation, Livelihoods, Health & Care, and Disaster Risk Reduction.

**Successes**

INA is effective, but under certain conditions:

- Must be an integrated multi-sectorial approach;

- Shelters should not be the most determinant vector of population migration;
- It respects the need for flexibility and adaptability.

Reduction of violence during CFW activities

Actual positive impact on beneficiaries economy (CFW)

Understanding and acceptance of multi-sectorial activities (shelters, WaSH, DRR, etc.)

Improved communication with communities and organized groups (i.e. representative neighbourhood committees)

Integrated neighbourhood approach focuses on sustainability, community ownership, risk reduction and accountability to beneficiaries. This led to community meetings, discussions with local authorities, other NGOs, and service providers  
Vulnerability and Capacity Assessment (VCA) to involve the community in identifying activities and the way forward

- Community asking for advocacy support to authorities
- Identified need to seek engineering and environmental solutions
- Planning for sustainable solutions to rubbish
- Water authorities coming to work in the area
- Community seeking solutions to housing needs
- Plans for rolling out PHAST

**Difficulties (external factors)**

From a logic based on the individual, to a spatial logic: neighbourhood (financial, logistic, time feasibility, etc.)

The coexistence with an aid polarised “on the camps” (counterproductive);



<sup>18</sup> Presentations by: Asunción Martínez - Community Coordinator for shelters at IFRC Haiti; and Aaron Brent, Head of Mission for French RC in Haiti.



Absence of national guidelines or directives on urban planning. Logistic constraints of access to material and suppliers; Lack of space means need for adaptation.

#### Difficulties (internal factors)

Delays on t-shelter design. **Problems of shifting from Cash For Work intervention to livelihood. The general threat of creating dependency due to the promotion of an integrated approach. Different implementation rhythm between camp-focused response and neighbourhood approach, as well as the changing context in short time period; Not everybody will be able to provide any of the key services vital for neighbourhoods. Especially in relation to job promotion and skills/capacity building for community workers, there is an institutional dilemma about the opportunity to work on livelihood promotion (is it really RCRC's work?).**

#### CONCERN WORLDWIDE. 'RETURN TO NEIGHBOURHOOD' PILOT PROJECT, CAMP OSCAR<sup>19</sup>.

**The objective of the intervention is to assist families to move out of Camp and return to the surrounding neighbourhoods by providing them with a choice of options for return, consisting of accommodation, livelihoods and education assistance.**

#### Assistance options

- A) T-shelters for families who own land (UNOPS)
- B) T-shelters for families who have the opportunity to move to a plot of land where they can build a t-shelter on (UNOPS)
- C) Repairs for families who have yellow tagged houses or who make a rental-repair exchange (UNOPS)
- D) Rent assistance for families who can move to host family accommodation or who can find alternative accommodation (Concern Worldwide).

In addition to all options: livelihoods grant (250 USD) and an education voucher (150USD) for schooling of one child.

#### Relocation package - process

Application submitted by beneficiary. Families found alternative accommodation themselves (host family/ rental) and negotiates price.

Concern carried out verification. Visited and spoke to individual offering accommodation, neighbours, checked land tenure (rent book and receipts). Case by case. Concern provided \$500 cash transfer after beneficiary signed agreement with Concern and Mayor's office agreeing to leave camp within 72 hrs. Caseworkers followed up with family after they left the camp. Based on findings of follow up, families received livelihoods training and grant (250 USD)



## WORKSHOP REPORT

and an education voucher (150USD) for schooling of one child.

**Key points and lessons learnt**

Consultation. Community and committee buy-in is imperative. Sensitization about quality of life and empty future in camp necessary.

Involvement of Mayor's office in project from the start and networking for partners (shelter sub-hub meeting). Beneficiary empowerment, meeting halfway (providing options, beneficiaries finding accommodation, negotiate price). Laying down ground rules, deadlines and providing clarity (sensitization at every stage).

**SOLIDARITÉ INTERNATIONALE. SUPPORTING THE RETURN OF POPULATION OF BRISTOUT-BOBIN (PILOT PROJECT)<sup>20</sup>.**

**Multi-sectorial response, community approach:** CFW, WaSH, local committees support, sensitization/ education on DRR.

- 1. Strengthening the communities:** implementation of a population census and a vulnerability survey for the definition of a beneficiaries' profile. Realization of diverse trainings for neighbourhood committees and organizations, definition of a population monitoring mechanism.
- 2. Shelter and economic support:** combining t-

shelter solutions and livelihood alternatives for population (CFW).

- 3. Disaster Risk Reduction:** Community-based DRR adjusted to the neighbourhoods' reality, risk mapping, surveillance committees, and small-scale mitigation activities with population participation.
- 4. Water, Sanitation and Hygiene:** WatSan infrastructure enhancement and support, water committee organisation, hygiene promotion.

**Lesson learned**

The **community approach is indispensable** because of the issue of representativeness and transparency, although difficult, especially in relation to coordination with local authorities.

The return is not a mere issue of relocation; it implies socio-economic networks, access to basic services and renting feasibility. Moreover it implies mitigation works with a DRR perspective.

**LIVESTOCK AS A LIVELIHOODS ASSET FOR DRR - WORLD SOCIETY FOR THE PROTECTION OF ANIMALS<sup>21</sup>.**

Working with animals (pets or farm animals) is based on the notion that it is important to identify the starting point from which emergency work can open doors towards (sustainable) development work

The task of quantifying the animals in the urban areas is very difficult. A 1:1 proportion is estimated



<sup>20</sup> Presentation by: Emmanuel Moy - Programme Coordinator at Solidarités International in Haiti.

<sup>21</sup> Presentation by: Gerardo Huertas - Disaster Operations Director at WSPA.



between poultry, farm animals and pets, and the human population in urban and peri-urban areas. The protection of animals in urban areas has diversified justification.

Farm animals are a diffuse mechanism for financial and personal protection, especially for the lowest-income families. Moreover, seeing as 74% of infectious diseases are of animal origin, the prevalence of animals in emergency contexts drastically increases the risk of epidemics (anthrax, leptospirosis, rabies, etc.). Finally, the value of pets in emotional terms for the people affected is a key element in psycho-emotional health care.

In this situation, it is essential to consider the implications of DRR for neighbourhoods with high population density that developed vertically (e.g. logistical constraints in the evacuation process).

The WSPA's priorities in this area are:

#### Protection of livelihoods:

- The need to measure the “value” of the animals. Evaluation in terms of exposure (to the risk of flooding, hurricanes, earthquakes, etc.) of small farmers
- Early warning mechanisms to allow for adequate evacuation

- Establishment of risk transfer systems (insurance)
- Carry out a cost/benefit analysis of risk reduction measures for farmers.

#### Epidemiological Risk Reduction:

- Strengthen municipal capacities for managing epidemiological emergencies;
- Promote the cost/benefit analysis for Municipalities as an effective advocacy measure;

**Guarantee people's security during evacuations:** valuing the perception of the person who is affected of the value of his/her pets/farm animals also as a way of protecting his/her mental health.

The task of caring for animals in emergency situations was also consolidated in an effort to define minimum rules and standards (LEGS standards) in line with the ones set out in the Sphere project. These standards also include a specific section in terms of economic recovery through animals.

#### WB HAZARD MAPPING IN URBAN CONTEXT: NATHAT PROJECT AND METHODOLOGY<sup>22</sup>.

The importance of **mapping the hazards** is based on the need to identify threats and vulnerabilities in the





## WORKSHOP REPORT

neighbourhoods in order to prevent human losses and to protect investments.

**Types of hazards:** internal geodynamics (volcanoes, earthquakes), hydro-geological (climatic variations, floods/ droughts, hurricanes, etc.), internal geodynamics (unstable slopes, erosion, landslides, etc.). The priority for the Haitian government is related to the point when the natural hazard limits urban development. In this way, the areas of possible reconstruction are prioritised (with a low level of exposure to risks). Finally, the evaluation of the level of exposure of the existing populated areas.

The NATHAT programme was in two phases. NATHAT 1 (**macro-zoning**) identified with areas exposed to flooding with a 10m elevation. NATHAT 2 (**micro-zoning**) is developing with an elevation to 1m, much more precise and for a definition of the different levels of exposure also based on the frequency of the event.

Micro-zoning as well as macro-zoning provides basic information for urban planning and decision-making related to the processes of risk reduction

(reconstruction, mitigation, relocation, etc.).

In particular, movements of slopes (landslides) provoke double losses in the high areas (which slide) as well as in the low-lying areas (the ones that receive the landslide).

In relation to the **earthquake**, the risk of being affected was also assessed by area in detail in the Port-au-Prince area, as well as the **tsunami** risk in the bay area of the city, with details on the penetration (of a 3m wave and according to digital elevation models of 1m), or the areas affected by **liquefaction**.

All the scientifically based identification and risk analysis work allows for a fairly reliable identification of the safe areas that need to be the object of attention in relation to: evacuations of the population in the case of an event, decision-making in relation to land management, the priority of implementing building standards and codes, institutional planning and governance, education and professional training.

## Questions &amp; Answers

- Q:** How much does it cost to rebuild, how much to relocate, and where to relocate?
- A:** Relocation would be the last resort due to the complexity and uncertainty of successfully moving the underlying socio-economic network. There is a risk of rebuilding a marginal and depressed area (slum) as has happened in other experiences in LAC. For this reason, Provinces and decentralization take on a crucial role for city decongestion.
- Q:** Did the funds provided by the world community arrive effectively? How effective has the process of transparency been in the management of these funds?
- A:** Funding for Haiti has been massive. However, not all the aid promised actually arrived, and has not all been spent in the country for two basic reasons: Haitian national management capacity for such a large amount of funds was limited. On the other hand, due to the world financial crisis, many promises have been unfulfilled by international donors (especially Governments).
- Q:** How can the underlying risk factors be reduced in the construction and recovery phase? Have risk analysis studies been carried out (specific studies of hazards, vulnerabilities and skills)?
- A:** On the question of seismic risk in Port-au-Prince, this is mostly associated with inappropriate building procedures more than exposure to hazards. However, there is a specific effort by the World Bank for multi-hazard mapping of the area, which should be used for P-a-P urban land planning.
- Q:** What can be recommended as good practice for CFW to the affected population?
- A:** CFW should be seen as a mechanism for household economy reactivation, but it is crucial to properly manage the population's expectations, and to be extremely clear about CFW timing and purpose.
- Q:** How can all the information on the hazard analysis be made available for improved decision-making at the level of all the actors (local, national and international) involved in DRR? And, is this information being used to define risk models that take into account the probability of damage and losses?
- A:** Yes. Work is being done on dissemination channels and access to this technical information and guidance and recommendation mechanisms. Although these are still in their provisional implementation phase, the World Bank is open to sharing this information with the humanitarian actors present in the country (listed on the website <http://maps.worldbank.org/lac/haiti>).

# Conclusions and future challenges



## CONCLUSIONS AND FUTURE CHALLENGES

### Main Conclusions

When we talk about risk and cities, the issue of the **size of the city** appears more important than it really is. The first documents assumed that risk in an urban context depended on the size of the city (DRR in megacities). However, the worst affected urban centres were medium-sized (between 50,000 to 100,000 inhabitants, source: Desnlvntar).

**Land issues.** The price of plots with/without services in areas that are not exposed to a range of hazards, imply an abnormal financial commitment for families on a basic salary income. This translates into limited access to safe land for the poorest population groups.

The context of **climate variability** has the greatest impact on cities. Moreover when the agriculture in urban and peri-urban areas is assuming a significant relevancy, with the consequent ease of **access to food** in the urban setting. The need to intervene in an urban context implies strengthening the rural (semi-urban/rural) context as an option for risk containment.

The difficulty of **defining the “community”**: area, demarked territory, neighbourhood, or residential area? Depends on the interaction of the socio-economic relationships between the residents. This has implications on training at community level in terms of the time available, grassroots capacity and potential for leverage, mapping of the control and management network (underground power and leaders).

The difference between **communications** channels and methods in the urban context compared to the rural: diffusion of cellular phones, e-mails, and use of social networks (Facebook, Twitter, etc.).

The WB document “System of cities” is the reference for the integrated risk reduction work (or poverty reduction) through the definition and implementation of **territorial development policies** in order to achieve a safer and more sustainable urban setting (with key investments in environment, water, health and education).

### Some factors to consider about urban settings

**Teaching processes and learning** are more complex, due to the massive bombardment of information, a greater difference in the contexts and more diversity among the target groups. Special creativity is required for the transfer of knowledge.

The populations are more aware and up to date with changes in the Laws; they are subjects and objects of the promotion and/or rejection of **legal rules** and regulations.

Increased and improved **contextualisation** is vital: migration flows, gender roles, dormitory towns, planning, spaces and power relations, are vital for defining an intervention in the community.

### Shared positive decisions and experiences

It is needed a meticulous diagnostic exercise, from the identification stage of the interventions, as the key for getting to know the context and roles of each neighbourhood/area of work.

Special emphasis is also needed on strategic alliances with the organised groups in the neighbourhoods.

Information transfer is/can be more efficient, with the use of mass communications media.

### Main findings

There is still a lack of consensus – in the LAC Region – about the concept of Urban Risk. This is the result of a lack of clarity in the clear definition of some processes and maximising/ improving teaching-learning processes that have been developed and are in the process of development.

The concepts of Urban Risk and Urban Disasters are used without distinction, which makes it more difficult to tackle the issues more efficiently in terms of preparedness and prevention.

There are many experiences of actions in urban contexts that have not been systematised, and this slows down the common learning process.

Some legal frameworks contain certain gaps, which allow for improved tackling of risk in urban settings, which at the same time make Integrated Risk Reduction Management more difficult.



## CONCLUSIONS AND FUTURE CHALLENGES

### Some interesting and non-determinant conclusions

Risk Reduction Management cannot be discussed without taking the **land factor** into account: use, management and land tenure are determining factors in the Social construction of Risk.

It is proposed not to refer to “Urban Risk”, but about “Tackling Risk in Urban Settings” to avoid confusion with urban disasters.

The **conceptualisation** is too theoretical and needs a practical definition, a methodological approach, a checklist, and a tool that can be adapted on the ground (after a better understanding of the connotation of the concept).

Risk Reduction processes must be **integrated** and incorporated into response planning.

### Strategies

In order to become a reference for Urban Risk in all our countries, IFRC needs greater openness towards other actors.

The examples of the projects studied in Central America show the need for incorporating a more **holistic vision of Risk Reduction work**, through a range of components that ensure a more integrated vision: Risk Management (EWS, preparedness, response), Health & Hygiene (health as a social determinant), Culture of Peace (how to fight violence).

Risk Reduction work cannot be done in only one single direction or with one single perspective. The area of analysis and intervention has to be extended

to all the actors (and in an urban setting this means a large number!). It is also important **to involve the scientific** and academic sector.

More work has to be done on **advocacy**. Red Cross must try to position itself in the spaces of influence with the local (and national) authorities and governments in order to promote advocacy work though the representatives and affiliates that are present on the ground.

**Strengthen the auxiliary role of national societies with the public authorities** (example of the reality of the Bogotá Mayor’s Office that has secured millions of dollars worth of funding with its municipal development plan for land management with a RR approach).

Take into account and promote Risk Reduction in **community health based** on the urban context:

- Health as a key vulnerability factor in urban settings;
- Support epidemic risk prevention and preparedness;
- Guarantee the existence of primary care units and their safe access.

The **secretariat** can be the facilitating entity of processes, guide and promoter of the principles and statutes of the movement, allowing the National Red Cross Societies to take on the leadership role at national level.

**Strengthen Strategic Alliances** with National Actors (local, institutional, private sector), International actors (RC Movement, Donors, United Nations, Other organisations), Communications Media sensitisation, coordination in communications, and visibility of Risk Reduction work.

**Increased investment in volunteers** is also essential for them to be capable of making the most of the opportunity for working with the local authorities. Increase volunteer profile for analysis and interventions, as well as leaders of the community social organisations, an emphasis on retired personnel living in the same communities, involve the personnel working in businesses in the same sector, value the university sector, academics and students.



## CONCLUSIONS AND FUTURE CHALLENGES

### Tools

There is a need to **review and adapt the community-based risk management tools** already in existence so that they include the analysis variables that are not always taken into account.

An initial community approach needs to be made to try and quantify the risk (probability of damage and economic and social losses) in all the areas, neighbourhoods, etc., in order to measure what it means for a family in these neighbourhoods to suffer the damage/loss resulting from a natural hazard. This implies the need to **strengthen risk analysis** (hazards, vulnerabilities and skills) in the different urban areas.

### Improved and adapted VCA

Mapping key actors: it is important to identify the complexity of the urban social fabric. Use other information that may be available.

Incorporate professional support, as needed. Quality volunteer body, retired people, university students/graduates/academics, business personnel, etc.

### Improved and adapted PPD

Strengthen key actors' skills, also by incorporating specialist RC volunteers as well as other institutions that are a specific resource in the urban context.

Strengthen the key actors and adapt the community and local PdCs to the urban reality.

Community training: for response, risk reduction, for carrying out mitigation works, for community preparedness and disaster prevention.

Promotion for the communities to be more closely linked to land management through their participation in land management units, urban planning and use.

Incorporate linking the private sector, facilitating the participation of personnel and company resources to support the surrounding community (businesses that are based in the community).

Support the incorporation of the communities in the process, ensuring their representation through their leaders, but also ensuring a mass representation of the social fabric with a participation and advocacy approach.

### Potential

Key **role as auxiliary** for the political authorities. Territorial coverage capacity. **Institutional credibility** in the cities and towns that permit social acceptance. Possibilities of establishing a base in the installed capacities in general and in the decision-making and dialogue spaces at local and national (and even at international) level.

**Resource capacity** (including technological resources). Strategic reference (and activism) framework like the MAH and resilient cities.

### Limitations

Limited available resources or that are difficult to access. Predominant vision of immediate intervention (response vs. risk reduction).

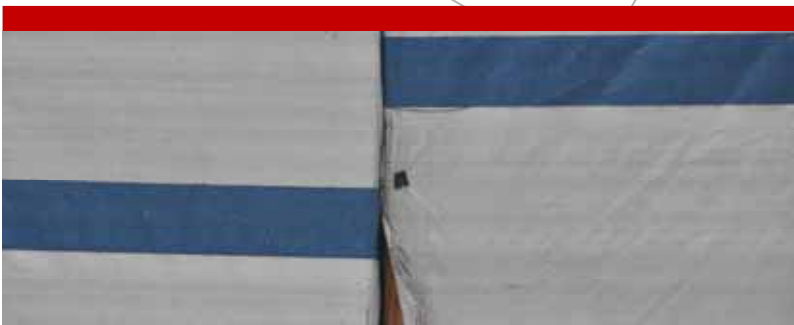
Difficulty in accessing and making the most at global level all the available technological resources.

Problems (internal to the RC) of resistance to change. Weakness in not making known what we do (systematisation and communication) and limitation of having these resources on a common risk reduction platform.

Lack of a strategic framework directly related to the resilient cities initiative.

*Who in the movement should promote the work in an urban context?*

- The executive directorate must take on a leadership role in the theme of disasters/urban risks
- The volunteer body must be responsible (with the media) for involving the communities
- The movement's logistical-operational potential.



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## ANNEX I – WORKSHOP AGENDA

Day 1 – Monday 22nd August INTRO, ACADEMICS & MUNICIPALITIES		Day 2 – Tuesday 23rd August DRR/DRM EXPERIENCE IN URBAN SETTINGS & HAITI		Day 3 – Wednesday 24th August FIELD VISIT	
Hours					
07:30 - 08:30	Registration of participants / arrival of late	Breakfast	Breakfast	Breakfast	
08:30 - 09:30	Press conference ECHO (DIPECHO launching) Welcome message from Ministry of Interior Municipalities (P-a-P / Dalmas / Carrefour) Haitian Red Cross (President / National Director)		<b>Regional IFRC DIPECHO in Central America</b>		
09:30 - 10:00			Need for DRR coordination and national institutional strengthening (UNDP Honduras)		<b>FIELD VISITS</b> Affected areas and camps in Port-au-Prince Visit to national COE/ response experience.
10:00 - 10:30	Security briefing - Coffee break		DIPECHO CR-DC Nica: Capitalizing urban capacities: coordination between neighbourhoods and local authorities		Groups for analysis: • <b>Governance:</b> organization, legal & policy frameworks (COE, DPC) • <b>Risk assessment</b> , mapping (camps/ neighbourhoods) • <b>Education</b> on DRR (camps/ neighbourhoods) • Attacking the <b>underlying causes of risk</b> construction (camps/ neighbourhoods) • <b>Local preparedness</b> and effective response and recovery (WSPA)
10:30 - 11:00	General objective and agenda of the meeting / Comments and expectations		Coffee break		
11:00 - 11:45	<b>Social construction of Urban Risk Disasters:</b> the concept of Risk in complex and interconnected urban settlements. (Alan Lavell)		Disaster Management in urban context: Lesson learned in <b>earthquake in Bio-bio</b> (CR Chilena)		
11:45 - 12:30	<b>Global Assessment Report on DRR:</b> Key elements for successful DRM across governance scales and development sectors. (Ruben Vargas UN-)		Disaster Management in urban context: Lesson from <b>Health Sector (Juan Carlos Alonso OPS)</b>		
12:30 - 13:00	Question & answers				
13:00 - 14:00		Lunch	Lunch		
14:00 - 14:45	<b>Resilient Cities world campaign: first line / local self-evaluation</b> (Rubén Vargas UN-ISDR)		<b>DPC Haiti, 12nd January 2010.</b> Earthquake & Disaster in National DRM System		Lunch at IFRC Base Camp
14:45 - 15:30	<b>Good Urban Governance</b> for reducing urban risk divide: public services access and health divide (WDR 2010 - Íñigo Barrena, IFRC)		<b>Panel:</b> Lesson learned earthquake in Haiti Municipality of Port-au-Prince, Municipality of Carrefour, Municipality of Delmas.		Working group discussion on HFA priorities

